

# **Implementation Guide for the Washington State Petroleum Products Contingency Plan**

**November 1998**



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# Introduction

This implementation guide explains how Washington will respond to a petroleum supply emergency and describes the roles various groups will play.

The Energy Division of the Department Community, Trade and Economic Development is responsible for developing and implementing energy emergency contingency plans and administering the Governor's energy emergency powers (43.21G.040 RCW). In a petroleum emergency, the Energy Division activates and implements the Washington State Petroleum Products Contingency Plan.

The Petroleum Products Contingency Plan calls for the Energy Division to implement a phased array of increasingly stronger response actions corresponding to the severity of a crisis. The plan operates under the assumption that a combination of market forces, such as price changes, and government intervention, such as the dissemination of information about an emergency, work together to reduce petroleum consumption and allocate scarce supplies. The plan relies more heavily on market forces early in a crisis. The Energy Division plays a central role coordinating state-level decision making and emergency information communication. However, most actions that will help the state weather a petroleum emergency must be taken by individual agencies, businesses, and citizens.

Such actions fall into three categories: Fuel supply management, efforts to reduce one's own petroleum consumption, and efforts to respond to new or expanded demand for services brought about by the emergency. For example, public agencies, employers, and private citizens may be called on to decrease travel and increase ridesharing. Local governments and transit authorities may then have to respond to rapid, sharp increases in demand for the creation and enforcement of park & ride lots and transit services.

During an emergency, The Energy Division will inform the public through the news media of the status of the emergency, which stage of emergency we are in, and whether specific actions are recommended or mandated. Public officials, employers, and others can then use this implementation guide to find what their response should be. Critical service deliverers, such as transit authorities should use the guide to anticipate what actions may be required of them. Critical petroleum consumers, such as law enforcement agencies, should use the guide to tell them how to secure fuel supplies during an emergency.

This implementation guide first describes the State's four stages of the petroleum emergency. This is followed by a list of acronyms for organizations with critical roles to play. The organizations are referenced throughout the guide in the margin alongside tasks they may be requested or required to carry out. Your organization may be represented by more than one acronym, since some acronyms include groups of organizations. The final section describes emergency response actions, from which the Energy Division and the governor can choose. Not all actions will necessarily be implemented in an emergency. This implementation guide explains in general what actions may be taken at what point during the emergency, but does not provide the detail necessary to implement specific alternatives. For example, it explains that local government may be called on to implement

parking controls during Stages II, III and IV of an emergency. It is up to local governments to determine what specific parking controls to implement, who must be involved in the process, what information is necessary to base decisions on, and the procedures by which such activities will be accomplished, and so on. Individuals or groups, staff or employers who recognize they have responsibilities under the plan should think through the actions they might have to take. The Energy Division staff will provide on request more detailed technical information to assist in implementing specific alternatives. For information please call your petroleum emergency contact at the Energy Division. If you're unsure of whom to contact, call the Energy Division at (360) 956-2096.

## **Stages of Washington State Petroleum Product Contingency Plan**

Washington's response to a petroleum emergency would proceed in four stages. The decision as to what stage we are in is a judgement call based on quantitative and qualitative measures, with key indicators being prices, stocks of crude oil and products, and reported fuel supply problems. Stages I and II are determined and declared by the Energy Division. Stages III and IV are declared by the governor based on recommendations by the Energy Division. Rapid movement from stage to stage is not anticipated, but could happen if supply conditions rapidly deteriorate due to exacerbating circumstances: refinery accidents, cold weather, or public panic. Emergency response options are not strictly limited to specific stages, unless they are dependent on the governor's emergency powers for implementation.

### **Stage I**

A situation where no immediate supply problems exist, yet conditions are such that it is possible that problems could develop in the future. The Energy Division monitors the situation, establishes liaison with appropriate federal, state, and local agencies, and prepares for movement into additional stages of the plan.

### **Stage II**

A worsening from Stage I condition but no immediate threat to public health, safety, and welfare. The Energy Division continues situation monitoring. Response is limited to low key appeals to the public to voluntarily moderate petroleum demand ---use transit, car pools, altered work schedules, telecommuting, and teleconferencing --- and to avoid exacerbating supply problems by hoarding and "tank topping". The objective is to try to convince the public of the potential severity of the situation, individuals' ability to take steps to keep it from worsening, and the wisdom of taking those steps, while at the same time not crying wolf and creating a panic. Localized supply problems can be anticipated. These are handled by working with suppliers to voluntarily allocate supplies to these areas.

### **Stage III**

A situation, which threatens to disrupt or diminish the supply of, oils to the extent that public health, safety, and welfare may be jeopardized. Calls for the declaration of an "energy supply alert" by the governor and for intensifying actions to reduce demand asking employers to voluntarily take steps to encourage demand-reducing actions by employees--- use time, car pool and transit incentives, asking gas stations to voluntarily take steps to

manage demand---establish minimum or maximum purchase requirement and posted hours of operations, more vigorously enforcing existing speed limits; and requiring state agencies and local government to reduce their own petroleum consumption. More general but still relatively minor supply problems can be anticipated. These are handled by attempting to broker voluntary allocations by suppliers.

#### **Stage IV**

A situation which poses a clear and foreseeable danger to public health, safety, and welfare. Calls for the declaration of an “energy supply emergency” by the governor. Under these conditions the voluntary actions called for under Stage III could be made mandatory. Speed limits could be lowered. In addition, a portion of the petroleum supplies held by primary suppliers could be “set aside” to be directed to priority uses (e.g., hospitals, emergency services, transit services) or to meet critical regional needs (e. g., harvest requirements) Declarations of energy supply alerts or energy supply emergencies are formal acts under the governor’s emergency powers and call for convening the Joint Legislative Committee on Energy and Utilities and reviewing plans with that committee.

## List of Organizations and Key Word Acronyms .....

Local Governments	LOCAL
Media	MEDIA
Oil Industry Representatives, Distributors, Stations	OIL
Private Sector Employers	EMPLOY
Public and Private Fleet Owners	FLEET
Transit and Rideshare Authorities	TRANSIT
All State Agencies	AGENCIES
Office of the Governor	GOV
Superintendent of Public Instruction	SPI
Washington Department of General Administration	GA
Washington Department of Transportation	DOT
Washington State Dept of Community, Trade and Economic Development – Energy Division	CTED – ENERGY
Washington State Patrol	WSP
High Occupancy Vehicles	HOV

## Emergency Response Action A: Public Information Project

**Description:** A public information project is the principal response mechanism the state will use to deal with a petroleum supply emergency. The project can be implemented at various levels of intensity depending on the severity of the crisis, and will be used to some degree in each stage of an emergency. The goals of public information are to inform the public of the severity of the situation, citizens' ability to take steps to keep it from worsening, and the benefits of taking those steps.

### Public Information Project Activities Include:

- ▼ **Public service announcements** – to provide the public with specific TV and radio messages about the state of emergency and what public response is recommended.
- ▼ **Press releases** – to provide the media with periodic updates on the state of emergency.
- ▼ **Situation reports** – to provide critical players with periodic updates on the state of emergency.
- ▼ **Petroleum background reports** – to help the media and public understand the context in which the emergency is occurring.
- ▼ **Petroleum consumption reduction idea sheets** – to provide the public with ideas about how to reduce petroleum consumption.
- ▼ **A public response hotline** – to respond to public requests for information and assistance during the emergency.

Stage of Emergency	Organization
<b>Stage 1</b>	
Respond to requests for information from the public	ENERGY
Provide press releases information the public of the state of the emergency and the desirable public response	ENERGY, GOV MEDIA
Provide situation reports to critical players on increased probability of declaring a State II Emergency	ENERGY
Prepare basic element of public information project	GOV, DOT, TRANSIT MEDIA



## **Stage II, III & IV**

With increasing severity of emergency, increase frequency and scope of information project	ENERGY
Continue to provide press releases	GOV MEDIA
Continue to provide situation reports to critical players	ENERGY
Run Public Service Announcements	ENERGY, GOV, TRANSIT, MEDIA
Provide consumption reduction idea sheets to media and public	ENERGY
Establish, operate, and monitor hotline	ENERGY

## Emergency Response Action B: Transportation Alternatives

**Description:** Because three-quarters of Washington's petroleum consumption is used for transportation, and most of it gasoline for cars and light trucks, transportation alternatives offer the best opportunity for reducing petroleum consumption during a supply emergency. The goals are to get people out of single occupancy vehicles and into alternative modes of transportation. By so doing, less gasoline is used while necessary travel continues.

### Transportation Alternatives Include:

- ▼ **Increasing bus service** – through increased service on high demand routes, scheduling changes; school bus, community and private vehicle mobilization. Increased bus service increases passenger miles traveled per gallon of fuel consumed.
- ▼ **Increasing ride sharing** – through self-service or employer-implemented ridematching, emergency park & pool lots, and emergency transit park & ride lots. Increased carpooling increases passenger miles traveled per gallon of fuel consumed.
- ▼ **Increasing the number of High Occupancy Vehicle (HOV) lanes** –by designating critical arterials and freeway ramps and lanes as HOV only. Increasing HOV capacity while decreasing single occupancy vehicle capacity produces an incentive for commuters to carpool or use transit services, which saves motor fuel.
- ▼ **Implementing parking controls** – through preferential parking for car-poolers, increasing parking rates, restricting parking on critical arterials during peak hours, and waiving employer provided parking privileges. Parking controls act as a disincentive for driving single occupancy vehicles and in certain situations save fuel consumption by reducing congestion
- ▼ **Reducing speeding** - through increased enforcement or reduction of existing speed limits. Automobiles consume more motor fuel as traveling speed increases past 50 MPH.

## Emergency Response Action B: Transportation Alternatives

Stage of Emergency	Organization
<b>Stage I</b>	
Establish contacts with transportation organizations	ENERGY
Assess local transportation contingency plans, including fuel reduction; supply management, and emergency alternatives implementation strategies	ENERGY, TRANSIT
Establish procedures and plans for implementing emergency transportation alternatives	TRANSIT
<b>Stage II</b>	
Adjust schedules and routes as necessary for increasing bus service	TRANSIT
Provide public and employers with ridesharing information	ENERGY, MEDIA, TRANSIT
Increase parking for transit and ridesharing alternatives, identify additional emergency park & ride facilities	TRANSIT, DOT, LOCAL
Restrict parking on critical route at peak hours; increase public parking rates	LOCAL
Request reduction in private marine, air, and land travel	ENERGY
Identify possible HOV arterial and freeway lanes	LOCAL, DOT

## Emergency Response Action B: Transportation Alternatives

Stage of Emergency	Organization
<b>Stage III “Alert”</b>	
Continue and expand Stage II actions	
Strongly enforce existing speed limits	WSP, LOCAL
Provide or expand preferential parking for carpools, request employers waive parking privileges	AGENCIES, LOCAL EMPLOY
<b>Stage IV “Emergency”</b>	
Continue and expand Stage III actions	
Reduce existing speed limits	ENERGY, GOV, WSP
Designate additional freeway HOV ramps and lanes	ENERGY, GOV, DOT TRANSIT
Mandate reductions in private marine, air and land travel	ENERGY, GOV
Mobilize school buses and private vehicles for transit	ENERGY, SPI, TRANSIT

## Emergency Response Action C: Alternative Work Methods

**Description:** For most agencies, businesses, and employees, vehicle transportation to and from work or from place to place for work represents the largest use of oil. While this option is related to transportation alternatives, its goal is to reduce petroleum consumption by rearranging working hours and/or methods.

### Alternative Work Methods Include:

▼ **Working fewer days for longer hours.** Shortened work weeks save fuel by reducing the number of trips to work. Longer working hours per day save fuel by allowing workers to make work trips at non-peak traffic periods.

▼ **Working staggered or alternative hours and/or days.** Working non-traditional hours and days saves fuel by allowing worker to make trips at non-peak traffic periods. Can be applied to school schedules, which would release some buses to be used for transit purposes.

▼ **Expanding teleconferencing and telecommuting activities.** Using communication systems to move information rather than workers saves fuel by reducing the number of trips to work or meeting places

▼ **Managing vehicle fleets.** By prioritizing work needs, determining vehicle efficiencies, and rescheduling work activities, fuel consumption can be reduced.

Stage of Emergency	Organization
<b>Stage I</b>	
Prepare alternative work methods idea sheets, and develop contacts and mailing lists for distribution	ENERGY DIVISION
Encourage state agencies to prepare for fleet management Implementation	ENERGY DIVISION

## Emergency Response Action C: Alternative Work Methods

Stage of Emergency	Organization
<b>Stage II</b>	
Disseminate alternative work methods idea sheets	ENERGY, MEDIA
Request voluntary reduced staff travel for all public and private sector employees	ENERGY, GOV, MEDIA
Request state agencies implement alternative work methods including fleet management	ENERGY, GOV, AGENCIES
Request local government and private sector employers implement alternative work methods, including fleet management	ENERGY, GOV, MEDIA, LOCAL, EMPLOY, FLEET
<b>Stage III “Alert”</b>	
Broaden dissemination of alternative work methods idea sheets	ENERGY DIVISION
Mandate alternative work scheduling and practices for state agencies, including reduced staff travel and fleet management.	ENERGY, GOV, AGENCIES.
Strongly encourage local government and private sector employers to implement alternative work methods, including reduced staff travel and fleet management.	ENERGY, GOV, MEDIA, LOCAL, EMPLOY, FLEET.
<b>Stage IV “Emergency”</b>	
Continue disseminating alternative work methods Idea sheets	ENERGY DIVISION
Strongly encourage public and private employers to make every effort to implement alternative work scheduling and practices	ENERGY, GOV, MEDIA LOCAL, EMPLOY
Mandate reduced staff travel for all public employers; Strongly request reduced staff travel by private employers	ENERGY, GOV, MEDIA LOCAL, EMPLOY

## **Emergency Response Action C: Alternative Work Methods**

Mandate fleet management for all public employers;  
Strongly encourage private fleet owners to make every  
effort to implement fleet management

ENERGY, GOV, MEDIA  
FLEET

Mandate a percentage reduction in petroleum consumption  
by non-priority petroleum consumers

ENERGY, GOV, MEDIA

Reschedule school hours and school bus schedules

ENERGY, GOV, SPI  
TRANSIT

## Emergency Response Action D: Gasoline Station Queue Management

**Description:** Gasoline stations are where the public interacts with the gasoline distribution system. If supply is inadequate or is distributed in an inequitable manner; or if the public perceives such, public panic or anger may result, exacerbating the crisis and harming public health and welfare. The goals of gasoline station queue management controls are to minimize public panic and anger by ensuring the orderly and equitable distribution of gasoline

### Gasoline Station Queue Management Controls Include:

- ▼ **A uniform flag system** – to enable motorists to easily locate available fuel supplies.
- ▼ **A uniform odd-even distribution system** – to minimize the formation of long gas station lines by reducing the number of vehicles able to obtain gas on any one day and to prevent individuals from topping off their gas tank every day. Provides some assurance to the public that gas will continue to be available.
- ▼ **Minimum amount motor fuel purchases** –to minimize the formation of long gas station lines by reducing the number of individuals who would top off their gas tanks often.
- ▼ **Restrictions on the size or number of extra gas containers that can be filled** – to minimize the potential for gas hoarding by the public.
- ▼ **Coordinated/posted hours of service station operation** – to ensure a dispersed number of stations are open overnight and on weekends so motorists working odd hours have access to gasoline and to minimize the generation of long lines at gas stations prior to extended periods of closure such as over weekends.

### Stage of Emergency

### Organization

#### Stage I

Establish contacts with major petroleum marketers and distributors

ENERGY

#### Stage II

Develop distribution list for communicating with oil companies, distributors, and retailers

ENERGY, OIL



Make plans and prepare facilities for implementation  
of selected gasoline station queue management controls OIL

### **Stage III “Alert”**

Request voluntary initiation of chosen queue  
management controls at retail outlets. ENERGY, GOV,  
OIL, MEDIA.

### **Stage IV “Emergency”**

Request widespread voluntary implementation  
of selected queue management controls at retail outlets ENERGY, GOV, OIL  
MEDIA

## Emergency Response Action E: Emergency Fuel Supply Management

**Description:** Local spot shortages of motor fuel can be expected at any level of a crisis. With the first news of a crisis, oil company allocation actions and distributor and public purchasing actions, including panic buying and hoarding, can cause temporary spot shortages of motor fuels. While these shortages can cause temporary hardships, they do not represent a statewide crisis, and can be alleviated over time through normal distribution processes, or more quickly through voluntary emergency distribution measures undertaken by oil companies and distributors. Through the first three stages of a petroleum supply emergency, priority fuel users should be able to meet all fuel needs by keeping in contact with their distributors or by using alternative sources. During a Stage IV emergency the Energy Division develops a fuel storage management program and a fuel supply set aside program to ensure priority users' fuel needs are met.

43.21G.030 RCW defines priority uses and users as including, but not limited to.

- ▼ Essential government operations
- ▼ Public health and safety functions
- ▼ Emergency services
- ▼ Public mass transportation systems
- ▼ Fish production
- ▼ Food production and processing including the provision of water to irrigated agriculture
- ▼ Energy supply

### Emergency Fuel Management Activities Include:

- ▼ **Brokering voluntary distribution allocations** – to try get oil companies to voluntarily distribute fuel to areas where priority needs are not being met during temporary spot shortages. The Energy Division will make requests to major oil companies on behalf of distributors unable to meet priority needs.
- ▼ **A fuel storage management program** – to provide state agencies with needed fuel for priority services and to provide bulk storage for selected high priority users. The Energy Division will coordinate the filling of state-owned and privately owned storage tanks and establish a system for distribution.

## Emergency Response Action E: Emergency Fuel Supply Management

- ▼ **A fuel set aside program** – to ensure during time of severe shortage that priority users have fuel. Priority users with insufficient fuel supplies apply through a distributor, or if necessary, directly to the Energy Division for fuel allocations. Allocations are a function of available fuel supplies and priority needs. Application forms and procedures will be provided by the Energy Division upon implementation of the set aside program.

Stage of Emergency	Organization
<b>Stage I</b>	
Respond to request for assistance from public priority users by requesting voluntary emergency distribution of motor fuel by marketers and distributors to priority users	ENERGY, OIL
Encourage transit agencies to develop petroleum consumption priorities and a fuel strategy	ENERGY, TRANSIT
On increased probability of declaring a Stage II Emergency, request that state agencies determine petroleum consumption priorities.	ENERGY, GOV AGENCIES
<b>Stage II</b>	
Continue to respond to distributors' and public priority users' requests for assistance	ENERGY, OIL
Determine state-owned fuel storage capacity and develop a plan for managing that capacity should a major shortage develop	ENERGY, GA, AGENCIES
Encourage priority users to develop petroleum consumption priorities and a fuel supply strategy	ENERGY
Establish capability to quickly implement Stage IV Set Aside Program	ENERGY

### **Stage III “Alert”**

Continue to respond to distributors’ and public  
priority users’ requests for assistance

ENERGY, OIL

### **Stage IV “ Emergency”**

Run Fuel Management Program

ENERGY, GAS  
AGENCIES

Run Set Aside Program

ENERGY, OIL